

## Message Text

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ACTION EUR-12

INFO OCT-01 ISO-00 SS-15 SP-02 EURE-00 /030 W  
-----113553 061346Z /45

P 061004Z SEP 77

FM AMEMBASSY HELSINKI  
TO SECSTATE WASHDC PRIORITY 1828

C O N F I D E N T I A L L SECTION 1 OF 2 HELSINKI 1955

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EO 11652: XGDS-3

TAGS: PFOR, FI, US

SUBJECT: GOALS AND OBJECTIVES FOR U.S. AMBASSADOR: FINLAND  
(SUGGESTED AMENDMENTS)

REF: STATE 206012

1. I HAVE PREPARED, AS A PROPOSED REVISION OF THE GUIDELINES AND STANDARD FOR MY MISSION HERE, THE AMENDED STATEMENT OF GOALS AND OBJECTIVES SET OUT BELOW. MY DETAILED COMMENTS ARE IN A SEPARATE MESSAGE. THE SUGGESTED AMENDMENTS REFLECT TWO CONCERNS IN REGARD TO THE FORMAT. FIRST, WHILE THIS IS HARDLY THE TIME TO BE CHANGING THE METHODOLOGY, THERE IS A CONFUSION OF TERMS AS BETWEEN THE PREVIOUSLY APPROVED STATEMENT WHICH HAS BECOME THE COUNTRY POLICY GUIDE, AND THE DOCUMENT AT HAND. "GOALS" AND "OBJECTIVES" APPEAR TO HAVE BEEN USED DIFFERENTLY, AND SOME OF THE GOALS OR OBJECTIVES APPEAR IN FACT TO BE TASKS OR COURSES OF ACTION. I'M SURE THAT OVER TIME THE TWO DOCUMENTS AND THE TERMS WILL BE MADE TO TRACK. FOR NOW, I'VE LEFT THE STATEMENTS OF I THROUGH IV AS THEY WERE AND ADDED SUBORDINATE STATEMENTS, WITHOUT LABELING EITHER AS A GOAL OR AN OBJECTIVE. I HAVE THEN INDICATED WHAT I BELIEVE ARE THE TASKS THAT BEST SERVE OUR GOAL OR OBJECTIVE. THESE TASKS, WITH RESPECT TO MY SECOND CONCERN, CONFIDENTIAL

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HAVE BEEN TAILORED TO SUIT THE ROLE OF THE AMBASSADOR PERSONALLY, RECOGNIZING THAT THE GOALS (OR OBJECTIVES) ARE IN FACT APPLICABLE TO THE MISSION AND THE INTER-COMMUNITY AS A WHOLE. THIS REFLECTS MY UNDERSTANDING OF THE PURPOSE OF THIS DOCUMENT, WHICH I TAKE TO BE A COMPANION TO THE PREVIOUS, AND ESSENTIALLY A SET OF INSTRUCTIONS FOR THE AMBASSADOR PERSONALLY.

2. BEGIN TEXT: GOALS AND OBJECTIVES FOR U.S. AMBASSADOR-FINLAND (REVISED).

I. PROMOTE OBJECTIVE FINNISH NEUTRALITY AS THE BEST SAFE-GUARD OF FINNISH INDEPENDENCE

-- ACHIEVE BETTER FINNISH/U.S. UNDERSTANDING ON EUROPEAN AND WORLD ISSUES, INCLUDING UNDERSTANDING OF THE PERCEIVED NATIONAL INTERESTS AND OBJECTIVES OF EACH;

-- CONTRIBUTE TO FINLAND'S ABILITY TO DEAL CONFIDENTLY WITH THE SOVIET UNION WITHIN THE ESTABLISHED FRAMWORK OF ITS RELATIONSHIP;

-- SUPPORT FINLAND'S EFFORTS TO ENHANCE ITS STATURE AS A NEUTRAL IN MULTILATERAL FORA;

TASKS -- ESTABLISH RELATIONSHIP WITH LEADING FINNS IN ALL SECTORS IN ORDER TO PROVIDE FOUNDATION FOR DISCUSSIONS AND EVENTUAL INFLUENCE ON ISSUES OF INTEREST TO THE UNITED STATES;

-- DEMONSTRATE SUPPORT FOR FINNISH INDEPENDENCE AND NEUTRALITY BY PUBLIC AND PRIVATE STATEMENTS;

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-- IN ASSOCIATION WITH APPROPRIATE WASHINGTON OFFICIALDOM, AND DRAWING UPON AVAILABLE GUIDANCE, DEEPEN BILATERAL CONSULTATIONS AND PROMOTE BETTER EXCHANGE OF INFORMATION ON MAJOR WORLD ISSUES, PARTICULARLY HUMAN RIGHTS AND DISARMAMENT, ENCOURAGING FINLAND TO PLAY THE UNIQUE ROLE FOR WHICH OBJECTIVE NEUTRALITY WOULD MAKE IT ELIGIBLE;

-- SEEK FULLER PARTICIPATION OF FINLAND IN NORTH/SOUTH DIALOGUE AND OTHER ISSUES AND INITIATIVES OF REGIONAL OR GLOBAL SCOPE, AND INDICATE U.S. SUPPORT OF FINLAND'S ROLE IN UN PEACEKEEPING.

II. ENCOURAGE CONTINUED FINNISH COMMITMENT TO WESTERN POLITICAL INSTITUTIONS.

-- IDENTIFY, OBTAIN ACCESS TO AND INFLUENCE WITH THOSE FINNISH INSTITUTIONS, ORGANIZATIONS, AND GROUPS, FORMAL AND INFORMAL, FROM WHICH FLOW DECISIONS AFFECTING THE CHARACTER OF FINNISH POLITICAL INSTITUTIONS.

TASKS -- IDENTIFY AND CULTIVATE RELATIONSHIPS WITH THOSE GROUPS MOST LIKELY TO PARTICIPATE IN DETERMINING

SUCCESSOR TO PRESIDENT KEKKONEN OR FROM WHOSE RANKS  
SUCCESSOR IS MOST LIKELY TO COME, DEVELOPING, CONCURRENTLY,  
RELATIONSHIPS WITH THOSE INDIVIDUALS MOST LIKELY TO  
SUCCEED HIM:-

-- IDENTIFY AND CULTIVATE YOUNGER FINNS WHO PROMISE LATER  
TO CONTROL THE LEVERS OF FINNISH DECISION-MAKING,  
INCLUDING INCREASED EMBASSY ACTIVITY AMONG POLITICALLY-  
ORIENTED YOUTH GROUPS;

-- ENCOURAGE EXPANDED EXCHANGES BETWEEN FINNISH AND  
AMERICAN TRADE UNION LEADERS;

-- PROMOTE THE HIGHEST LEVEL OF EXCHANGE POSSIBLE BETWEEN  
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THE FINNISH AND AMERICAN MILITARY.

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C O N F I D E N T I A L SECTION 2 OF 2 HELSINKI 1955

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III. ENCOURAGE CONTINUED FINNISH COMMITMENT TO WESTERN  
ECONOMIC INSTITUTIONS.

-- ENSURE THAT THE U.S. IS SEEN TO BE SYMPATHETIC TO  
FINLAND'S ECONOMIC PROBLEMS, INCLUDING THE PROBLEMS OF  
TRADE, AND THAT TO THE EXTENT THAT U.S. LAW OR OTHER U.S.  
NATIONAL POLICY OBJECTIVES DO NOT OR CANNOT TAKE THESE  
PROBLEMS INTO ACCOUNT, TO DEMONSTRATE THAT OUR DECISIONS  
ARE FAIR AND REASONABLE;

TASKS -- ENCOURAGE CLOSE CONSULTATION ON BILATERAL TRADE PROBLEMS INVOLVING SUCH AS PAPER-MAKING MACHINERY, CHEESE, HOCKEY STICKS, AND SPECIALTY STEEL, AND SUPPORT, WHERE SUCH ARE POSSIBLE, RESOLUTION OF PROBLEMS IN A MANNER WHICH MUTUALLY ACCOMMODATES OUR SEVERAL INTERESTS;

-- SUPPORT THE FAIR TREATMENT OF BIDS BY THE FINNISH SHIPBUILDING INDUSTRY SO THAT U.S. DECISIONS ON PROCUREMENT ARE MADE AND ARE PERCEIVED TO BE MADE ON THE BASIS OF PRICE, QUALITY, AND SUITABILITY FOR MISSION;

-- EXPRESS LOW KEY CONCERN OVER TRADE RELATIONS WITH THE EAST WHICH VIOLATE GATT OBLIGATIONS, TAKING INTO ACCOUNT THE SPECIAL GEOPOLITICAL IMPERATIVES AT PLAY;  
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-- FOLLOW DEVELOPMENT OF FENNO/SOVIET TRADE, WITH SPECIAL ATTENTION TO ANY INDICATIONS THAT INCREASED VOLUME IS BEING TURNED TO POLITICAL LEVERAGE.

IV. PROMOTE A RELATIVELY HIGH U.S. PROFILE IN FINLAND, AND OBJECTIVITY IN THE FINNISH MEDIA.

-- FOR THE U.S. TO BE SEEN AS INTERESTED IN FINLAND AND ENCOURAGING OF ITS EFFORTS TO ENSURE ITS NEUTRALITY AND INDEPENDENCE AND PRESERVE ITS INSTITUTIONS, AS INVOLVED IN ADDRESSING CREATIVELY AND OPENLY PROBLEMS OF MODERN SOCIETIES, AND AS A NATION WHOSE ACHIEVEMENTS, SOCIALLY, CULTURALLY, AND MATERIALLY, DEMONSTRATE THAT DEMOCRATIC INSTITUTIONS BEST SERVE THE NEEDS OF PEOPLE.

TASKS -- TO IDENTIFY AND CULTIVATE AND MAINTAIN A DIALOGUE WITH MEDIA LEADERS AND OPINION MOLDERS AND DIRECT MISSION ACTIVITIES ASSOCIATED WITH THIS TASK;

-- TO CONDUCT A PROGRAM OF EMBASSY TRAVEL WITHIN FINLAND TO MEET WITH LEADERS OF GOVERNMENT, COMMUNITIES, AND MEDIA;

-- TO ENSURE THAT INTERNATIONAL VISITOR AND OTHER OFFICIAL EXCHANGE PROGRAMS EMPHASIZE YOUNGER, PROMISING LEADERS IN POLITICS, ECONOMICS, AND MEDIA.  
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